



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT**  
**BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)**  
**OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

## ***Sudan – Complex Emergency***

Situation Report #1, Fiscal Year (FY) 2004

November 14, 2003

*Note: This Situation Report updates USAID/OFDA Situation Report #4 FY 2003, dated August 13, 2003.*

### **BACKGROUND**

For nearly 20 years, the Sudanese population has been adversely impacted by armed conflict, famine, and disease, largely associated with the civil war between the Government of Sudan (GOS) and the Sudan Peoples' Liberation Movement/Army (SPLM/A). Since 1983, more than two million people have died from conflict-related events, and more than 4.6 million people have been displaced, creating the largest internally displaced person (IDP) population in the world. Sudan has experienced three periods of famine over the last 13 years: Bahr el Ghazal in 1988-1989 and again in 1998, and Upper Nile in 1992-1993.

In response to the 1988-1989 Bahr el Ghazal famine, the United Nations (U.N.) established Operation Lifeline Sudan (U.N./OLS), a tripartite agreement of negotiated access among the GOS, the SPLM/A, and the U.N. Under this framework, a consortium of U.N. agencies and more than 40 international and local non-governmental organizations (NGOs) provide emergency relief and rehabilitation assistance in Sudan. In addition, more than ten international NGOs provide humanitarian assistance outside of the U.N./OLS consortium. Since the civil war began in 1983, the United States Government (USG) has provided more than \$1.7 billion in humanitarian assistance to the Sudanese population.

Since 2001, through President George W. Bush's appointment of USAID Administrator Andrew Natsios as Special Humanitarian Coordinator for Sudan and former U.S. Senator John Danforth as Special Envoy for Peace to Sudan, the USG has been at the forefront of serious and sustained international engagement with the GOS and SPLM/A to increase humanitarian access to war-affected areas and to support the peace process. By the end of 2002, USG involvement led to a formal cease-fire agreement for the Nuba Mountains area, a framework for the cessation of attacks against civilians, the establishment of periods of tranquility for special humanitarian programs, and an international inquiry on slavery in Sudan. In addition, U.S. involvement helped to establish a favorable environment for peace talks under the auspices of the regional Intergovernmental Authority on Development (IGAD).

The IGAD-sponsored peace talks in Machakos, Kenya, produced the Machakos Protocol, signed by the GOS and SPLM/A on July 20, 2002, that established an overall framework for peace. A Memorandum of Understanding (MOU), signed on October 15, 2002, called for the cessation of hostilities between the parties and unimpeded humanitarian access throughout Sudan.

As the prospects for a long-term peace settlement in southern Sudan have improved in recent months, the security situation in western Sudan has worsened. Hostilities and fighting between the Sudanese Liberation Army/Movement (SLM/A), an opposition group operating in Darfur, and forces loyal to the GOS have intensified and adversely affected the humanitarian situation among civilian populations in Darfur.

<b>NUMBERS AT A GLANCE</b>		<b>SOURCE</b>
<b>Complex Emergency-related Deaths (since 1983)</b>	<b>Total:</b> More than 2,000,000	U.S. Committee for Refugees
<b>Internally Displaced Persons (IDPs)</b>	<b>Total:</b> More than 4,600,000 <b>Greater Khartoum:</b> Approximately 2,000,000 <b>Transition Zone:</b> Approximately 500,000 <b>Darfur:</b> Approximately 600,000 <b>Southern Sudan:</b> Approximately 1,500,000	Norwegian Refugee Council and U.N. Agencies
<b>Sudanese Refugees</b>	<b>536,000 – Total</b> 172,000 – Uganda 90,000 – Ethiopia 80,000 – Kenya 70,000 – Chad 70,000 – Democratic Republic of the Congo 36,000 – Central African Republic 18,000 – Egypt 700 – Eritrea	U.N. High Commissioner for Refugees (UNHCR)
<b>Refugees in Sudan</b>	<b>327,000 – Total</b>	UNHCR

**USG HUMANITARIAN ASSISTANCE TO SUDAN IN FY 2003**

FY 2003 USAID/OFDA Assistance to Sudan .....	\$42,345,577
FY 2003 USAID/FFP Assistance to Sudan.....	\$113,826,758
FY 2003 USAID/OTI Assistance to Sudan.....	\$4,231,639
FY 2003 State/PRM Assistance to Sudan.....	\$2,450,000
FY 2003 USDA Assistance to Sudan.....	\$61,820
<b>Total FY 2003 USG Humanitarian Assistance to Sudan .....</b>	<b>\$162,915,794</b>

**CURRENT COMPLEX EMERGENCY SITUATION*****Peace Talks***

On September 21, the GOS and the SPLM/A extended the negotiated cease-fire by two months to the end of November 2003. This marks the third extension of the original six-month cease-fire signed in October 2002.

On September 25, following three weeks of direct negotiations between high-level GOS and SPLM/A officials, the parties signed a security agreement. The deal proposes two separate armed forces for northern and southern Sudan, as well as integrated military units and an internationally monitored cease-fire agreement following a final peace settlement.

On October 29, the U.N. Office for the Coordination of Humanitarian Affairs' (UN OCHA) Integrated Regional Information Network (IRIN) reported that the Verification and Monitoring Team (VMT), an international group mandated in February 2003 to monitor the cessation of hostilities accord, had resumed its work focusing on the creation of a field base near Ler, Western Upper Nile

***Humanitarian Access***

In FY 2003, USAID led an international effort to mobilize donors to pressure the GOS for unimpeded humanitarian access. On October 15, 2002, after the denial of access led to crisis in September 2002, the GOS and the SPLM/A signed an MOU, stating again that they agreed to allow unimpeded humanitarian access to all of Sudan. On October 25, 2002, a smaller technical group met with the U.N. and agreed on terms to implement the MOU. NGOs operating under the U.N./OLS umbrella have benefited directly from increased access, USAID-supported organizations outside U.N./OLS have also expanded operations due to improved security.

From August 28 to September 2, 2003, a USG delegation led by Roger Winter, USAID's Assistant Administrator for Democracy, Conflict, and Humanitarian Assistance (AA /DCHA), traveled to Sudan to speak with GOS representatives about four humanitarian access concerns: the new government policy on genetically modified food assistance, and security in Darfur, Abyei, and the Eastern Front.

***Genetically Modified Food Assistance***

On May 20, the GOS issued a policy memorandum to the U.N. World Food Program (WFP) requiring food

assistance to be certified as free of genetically modified organisms (GMO). This policy, issued unilaterally and without prior consultation with WFP or donors, resulted in the blockage at Port Sudan of 2,800 metric tons (MT) of USG humanitarian food assistance, and made uncertain the delivery of an additional 32,700 MT of USG food assistance already in the pipeline.

Following unsuccessful negotiations with the GOS, the USG issued a demarche cable on June 13 to underscore the need to resolve the GMO issue expeditiously. The GOS responded by allowing the distribution of previously blocked U.S. commodities and providing WFP with a six-month waiver for compliance on certification requirements. During recent visits to Sudan, Senator Danforth, AA/DCHA Winter, and a group of USAID and U.S. Department of Agriculture (USDA) bioengineering technical specialists raised the GMO issue with GOS officials. Despite these efforts, the GOS has not yet issued further written clarification of its policy on certification.

On October 16, the USG issued a second demarche cable to urge a swift resolution to the GMO issue. Without written assurance that USG commodities will not be subject to certification upon entry into Port Sudan, the USG would be unable to contribute to the WFP program in Sudan, and prolonged breaks in the food pipeline could result.

***Darfur***

During AA/DCHA Winter's trip to Sudan, the USG delegation traveled to Kutum, Northern Darfur. The trip facilitated the first humanitarian deliveries to newly displaced populations and raised the issue of expanded humanitarian access to all conflict-affected areas of Darfur.

On September 3, representatives of the GOS and SLM/A met in Abache, eastern Chad, and signed a provisional 45 day cease-fire agreement that commenced on September 6. As per the terms of the agreement, on October 6, the GOS and the SLM/A guaranteed unimpeded humanitarian access to conflict-affected populations in all three states of Darfur. On November 5, the GOS and SLM/A renewed the cease-fire agreement for one month. Despite the renewal, recent international media reports describe ongoing fighting throughout Darfur, severely limiting humanitarian access to vulnerable populations and IDPs.

According to UN OCHA, approximately 600,000 people in Darfur are internally displaced. The U.N. has targeted for immediate assistance the more than 100,000 IDPs around Nyala town, Southern Darfur, and the 77,000 IDPs around Kebkabiya and Korma towns, Northern Darfur. Access to as many as 75,000 IDPs in Western Darfur remains largely blocked because of continuing insecurity.

From October 1 to 6, the NGO Medair completed a rapid assessment of Mukjar town in Wadi Salih Province, Western Darfur. According to the assessment, 31,097 residents fled their villages and sought protection in Mukjar due to increased hostilities and armed militia activities between August 8 and 29. Ongoing insecurity in the area prevents the IDPs from returning to their homes and engaging in agricultural and commercial activities. Many of the 7,169 affected households in and around Mukjar lack supplies and access to health services, potable water, and latrines.

On November 5, IRIN reported that approximately 70,000 conflict-affected Sudanese have fled from Darfur across the border into neighboring Chad. Despite the cease-fire and humanitarian access agreement, UNHCR reports no significant return movement among recent refugees.

#### ***Abyei***

Humanitarian access in and around Abyei town, Western Kordofan, continues to be problematic. Significant military tension is ongoing, though some security restrictions have eased for U.N./OLS and NGO humanitarian operations.

#### ***Eastern Front***

U.N. proposals for a cross border needs assessment to be followed by a cross-line relief operation serving war-affected groups in the Hamesh Khorib area have been presented to both sides. However, neither the GOS nor the SPLM/A have agreed to specifics.

#### ***Nuba Mountains***

July 20 marked the beginning of the fourth extension of a cease-fire in the Nuba Mountains between the GOS and the SPLM/A. The extension, implemented under the auspices of the Joint Monitoring Committee/Joint Military Mission (JMC/JMM), is scheduled to expire on January 19, 2004. The JMC/JMM, comprised of international delegates and representatives of the GOS and SPLM/A, monitors and reports on compliance with the cease-fire.

#### ***Upper Nile***

Due primarily to continuous fighting and geographic isolation, Western Upper Nile has consistently shown the highest rates of malnutrition in Sudan. On September 2, UN OCHA reported that every nutritional survey taken in Upper Nile since January 2003 has shown Global Acute Malnutrition (GAM) rates above 20 percent. The town of Old Fangak, approximately 100 kilometers (km) southwest of Malakal, has one of the highest rates of malnutrition in the world, and mortality rates there have

doubled since September 2002. NGOs active in Upper Nile emphasize the need for non-food assistance, such as water and sanitation projects and health care, to reduce widespread malnutrition in the region.

#### ***Equatoria***

On October 8, NGOs operating in Equatoria State reported that 175 children have died of whooping cough in Kimatong Budi County. Relief workers confirmed nearly 860 cases of whooping cough since the first diagnoses in late August 2003. Children less than five years old are the most affected population.

#### ***Joint Planning Mechanism***

From July 8-9, the GOS and the SPLM/A, with the facilitation of the USG, met in Washington, D.C. for the first meeting of the Joint Planning Mechanism (JPM). Created at a meeting in Nairobi, Kenya, from May 9-10, the JPM brings the parties together to negotiate and agree to immediate steps to prepare for international assistance after peace. A full-time JPM secretariat composed of three technical experts from each party has been established in Nairobi, and the U.N. will assist the secretariat to coordinate their efforts with local authorities and Sudanese civil society. In mid-October, the JPM was replaced by a longer term entity called the Joint Transitional Planning Team.

### **CURRENT FLOODS SITUATION**

Following a week of heavy rains in six states in northeastern Sudan – including Kassala, White Nile, Northern, Sennar, Gezira, and River Nile – the Gash River overflowed its banks on July 29 and broke through flood barriers built in 1988 to protect Kassala town. The heaviest reported damage in the region is in Kassala town, where the water level reached 2.7 meters or 6 feet 10 inches on July 29. This was the highest level recorded in 70 years. Rising waters damaged the water supply system, inundated the central city, submerged an important bridge, and severely affected more than 100,000 people. Many residents fled their homes to higher ground and slept in the open or took refuge with friends and relatives.

On August 6, the USG declared a disaster in Kassala due to the effects of the floods. USAID/OFDA immediately provided \$50,000 through the U.S. Embassy in Khartoum to the NGO GOAL and the Sudanese Red Crescent Society for distribution of humanitarian assistance commodities. On August 8, a delegation including U.S. Embassy and USAID/Khartoum officials, representatives of WFP, and the director of GOAL traveled to Kassala town to assess the flooding and discuss priorities for humanitarian assistance. From August 9-24, three USAID/OFDA-chartered flights delivered humanitarian assistance commodities, including plastic sheeting, blankets, water bladders, and hygiene kits, for distribution to flood-affected people in Kassala. In addition, USAID/OFDA provided \$849,056 to GOAL,

the International Rescue Committee (IRC), and the U.N. Children's Fund (UNICEF) to provide shelter and water, sanitation, and health services for affected populations.

### **USG HUMANITARIAN ASSISTANCE TO SUDAN IN FY 2003**

On November 18, 2002, U.S. Chargé d'Affaires Jeff Millington renewed the disaster declaration for FY 2003 for Sudan. The U.S. Mission in Sudan has declared disasters due to the complex emergency since 1987.

USAID/OFDA's priorities in FY 2003 included continuing programs in the sectors of health, nutrition, food security, and water and sanitation; as well as new initiatives linked to the peace process including expanding humanitarian assistance as a result of improved access to populations in need, planning a quick impact program for the first six months after peace, and expanding programs that cross GOS-SPLM/A front lines to reinforce local peace initiatives.

In southern Sudan in FY 2003, USAID/OFDA provided international NGOs with \$11,160,388 for agricultural activities, \$7,747,113 for primary health care, \$4,254,868 for water and sanitation projects, \$905,000 for livestock and fishing programs, \$949,997 for nutritional feeding, and \$980,084 for emergency humanitarian response. In addition, USAID/OFDA contributed \$4,748,000 to U.N. Agencies for coordination of U.N./OLS.

In northern Sudan in FY 2003, USAID/OFDA provided \$9,608,062 to international NGOs and U.N. Agencies for health, water, sanitation, shelter, and emergency nutrition activities for IDPs and disaster-affected populations.

USAID has finalized a new Interim Strategic Plan (ISP) for Sudan for FY 2004-2006. The ISP incorporates all humanitarian, development, refugee and political assistance programs implemented throughout Sudan. The new strategy focuses on five strategic objectives: expanded support to the peace process; governance; education; health, water and sanitation; and economic recovery. The goal of the new strategy is to establish a foundation for a just and durable peace, with broad participation of the Sudanese people.

USAID's Africa Bureau (USAID/AFR) manages development assistance to Sudan, which is currently conducted in the southern, opposition-held areas of the country. In FY 2003, USAID/AFR provided approximately \$20.5 million to NGOs for development assistance. Development activities focused on conflict reduction, food security improvement, health care services, and education rehabilitation and improved access to quality educational opportunities, particularly for girls.

In addition, in March 2003 the U.S. Department of State allocated \$4 million of FY 2002 supplemental Economic Support Funds to USAID/AFR and USAID/OFDA for development of water resources for humans and livestock,

local food production and recovery of trade and markets in the Nuba Mountains and Abyei, and road rehabilitation in southern Sudan.

In FY 2003, USAID's Office of Food for Peace (USAID/FFP) provided 124,180 MT of Title II emergency food assistance for Sudan valued at more than \$113.8 million to WFP, the NGOs Adventist Development and Relief Agency International (ADRA), CARE, Catholic Relief Services (CRS), Norwegian People's Aid (NPA), and Samaritan's Purse.

USAID's Office of Transition Initiatives (USAID/OTI) began activities in Sudan in FY 2003. USAID/OTI's program focuses on critical transition issues in southern Sudan such as increasing access to balanced information, promoting good governance, and supporting people-to-people peace processes. The establishment of independent media in southern Sudan is a key component of USAID/OTI's intervention in southern Sudan as the people do not have much access to balanced information, particularly about the on-going peace process. To this end, USAID/OTI awarded the Education Development Center (EDC) a cooperative leadership award to establish a local language short wave radio service for southern Sudan. EDC currently broadcasts news and information programming two hours per day Monday-Friday in nine languages. Through a grant to the British NGO, Christian Aid, USAID/OTI seeks to improve the rule of law in Southern Sudan by providing logistical and transport assistance to the judiciary, and woman's organizations working in the legal sector. USAID/OTI also awarded Pact, Inc. a contract to implement a small-grants program to provide technical assistance and capacity building to civil society groups and key sector governance bodies as well as supporting peace and civic education initiatives.

In FY 2003, the Department of State's Bureau of Population, Refugees, and Migration (State/PRM) provided \$600,000 to WFP in Sudan for feeding programs for refugees in Sudan from neighboring countries and \$1.85 million to UNHCR for refugee assistance and protection and refugee children's programs. State/PRM also approved a \$712,972 contribution to UNHCR/Chad for new Sudanese refugees and has allowed WFP/Chad to draw down \$605,452 from its emergency refugee reserve fund for new CAR and Sudanese refugees. In addition, State/PRM has committed \$51,625,000 to UNHCR and \$52,623,000 million to the International Committee of the Red Cross (ICRC) for un-earmarked Africa-wide refugee assistance.

The United States Department of Agriculture (USDA) provides additional USG humanitarian assistance to Sudan. USDA provided 30 MT of dried milk valued at \$61,820 to WFP for Sudan in FY 2003.

<b>U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO SUDAN – FY 2003</b>			
<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
<b>USAID/OFDA .....</b>			<b>\$42,345,577</b>
<i>Southern Sector Programs</i>			
AAH/USA	Nutrition Surveillance	Southern Sudan	\$649,997
ADRA	Water/Sanitation, Animal Health	Eastern Upper Nile	\$350,000
ARC	Primary Health, Water/Sanitation	Eastern Equatoria	\$1,763,998
CARE	Agriculture, Primary Health, Water/Sanitation, Food Security	Jongli, N. Bor, Mapel	\$1,764,993
CONCERN	Food Security	Southern Sudan	\$2,094,954
CMA	Primary Health	Central Upper Nile	\$496,980
CRS	Primary Health, Food Security	Southern Sudan	\$2,787,852
GOAL	Primary Health Care	Blue Nile	\$1,300,000
IAS	Water, Road Repair	Bahr el Ghazal, Upper Nile	\$1,412,310
IRC	Primary Health, Livestock, Agriculture, Food Security, Water/Sanitation	Bahr el Ghazal, Upper Nile	\$2,847,845
MEDAIR	Food Security, Relief, Health, Water, Capacity Building	Upper Nile	\$859,230
NPA	Food Security, Water/Sanitation	Southern Sudan	\$3,097,764
PACT	Water	Bahr el Ghazal	\$500,000
SCF/UK	Food Security, Relief, Water	Bahr el Ghazal, Upper Nile	\$1,150,000
SCF/US	Primary Health	Southern Kordofan	\$1,134,998
Samaritan's Purse	Food Security, Water	Nuba Mountains, Southern Blue Nile	\$2,088,234
UNFAO	Livestock, Coordination	Southern Sudan	\$600,000
UNICEF	Capacity Building, Coordination, Health,	Southern Sudan	\$4,282,000
UNWFP	Humanitarian Air Operations	Southern Sudan	\$200,000
VSF/B	Animal Health	Bahr el Ghazal, Upper Nile	\$300,000
VSF/G	Animal Health	Bahr el Ghazal, Eastern Equatoria	\$400,000
World Vision	Relief	Bahr el Ghazal, Nuba Mountains, Upper Nile	\$300,000
<i>Northern Sector Programs</i>			
ACF	Primary Health	Bahr el Ghazal, Juba	\$804,125
ADRA	Primary Health, Water/Sanitation	White Nile	\$400,000
CARE	Health		\$750,000
GOAL	Primary Health	Western Kordofan, Kassala	\$1,390,649
IRC	Primary Health, Water/Sanitation	Upper Nile	\$399,680
MEDAIR	Primary Health, Water	Western Darfur	\$603,000
SCF/UK	Food Security	North Darfur	\$605,602
SCF/US	Primary Health	South Kordofan	\$993,103
UNDP	Coordination	Sudan	\$1,231,002
UNFAO	Livestock, Coordination	Northern Sudan	\$300,000
UNICEF	Health	Western Bar el Ghazal	\$300,000
UNWFP	Humanitarian Air Operations	Northern Sudan	\$500,000
<i>Kassala Floods Response</i>			
AFCAP	Emergency Relief Commodities	Kassala	\$361,824
GOAL	Health, Immediate Disaster Declaration Funds	Kassala	\$200,000
IRC	Disaster Support	Kassala	\$199,056
UNICEF	Health, Shelter	Kassala	\$500,000

Various	Humanitarian Air Operations	Kassala	\$198,260
<i>Administrative Support</i>			
USAID/Khartoum	Technical Assistance	Northern Sudan	\$241,106
USAID/ARO	Technical Assistance	Southern Sudan	\$1,168,265
USDA	Technical Assistance	Southern Sudan	\$818,750
<b>USAID/FFP .....</b>			<b>\$113,826,758</b>
ADRA	2,600 MT of Title II emergency food assistance	Nationwide	\$1,961,900
CARE	5,450 MT of Title II emergency food assistance	Nationwide	\$3,151,158
CRS	6,960 MT of Title II emergency food assistance	Nationwide	\$7,245,300
NPA	9,090 MT of Title II emergency food assistance	Nationwide	\$11,287,400
Samaritan's Purse	3,510 MT of Title II emergency food assistance	Nationwide	\$1,957,300
WFP	96,570 MT of Title II emergency food assistance	Nationwide	\$88,223,700
<b>USAID/OTI .....</b>			<b>\$4,231,639</b>
Christian Aid	Governance and judicial sector activities	Southern Sudan	\$645,053
EDC	Independent media/radio service	Southern Sudan	\$900,000
PACT, Inc.	Governance and peace-building activities	Southern Sudan	\$2,400,000
USAID	Administrative/Travel	Southern Sudan	\$286,586
<b>State/PRM* .....</b>			<b>\$2,450,000</b>
WFP/Sudan	Refugee feeding programs	Nationwide	\$600,000
UNHCR	Refugee protection and assistance programs and refugee children's programs	Nationwide	\$1,850,000
<b>USDA .....</b>			<b>\$61,820</b>
WFP	30 MT of dried milk under 416b	Nationwide	\$61,820
<b>Total USG Humanitarian Assistance in FY 2003 .....</b>			<b>\$162,915,794</b>

\*State/PRM figures for FY 2003 do not include un-earmarked funding for UNHCR and ICRC Africa-wide programs

<b>USAID/OFDA ASSISTANCE TO SUDAN – FY 2004</b>			
<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
<i>Southern Sector Programs</i>			
UNICEF	Capacity Building, Coordination, Health	Southern Sudan	\$2,000,000
<i>Northern Sector Programs</i>			
MEDAIR	Non-food commodities	West Darfur	\$500,000
<b>Total USAID/OFDA Humanitarian Assistance to date in FY 2003 .....</b>			<b>\$2,500,000</b>

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\*USAID/OFDA bulletins can be obtained from the USAID web site at  
[http://www.usaid.gov/hum\\_response/ofda/publications/situation\\_reports/index.htm](http://www.usaid.gov/hum_response/ofda/publications/situation_reports/index.htm)

# SUDAN

## FY 2003/2004 HUMANITARIAN ACTIVITIES



NATIONWIDE	
UNDP	✂
ADRA	✂
CARE	✂
CRS	✂
NPA	✂
Samaritan's Purse	✂
WFP	✂
UNHCR	✂
WFP/Sudan	✂
WFP	✂



November 14th, 2003

Original Map Courtesy of the UN Cartographic Section  
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